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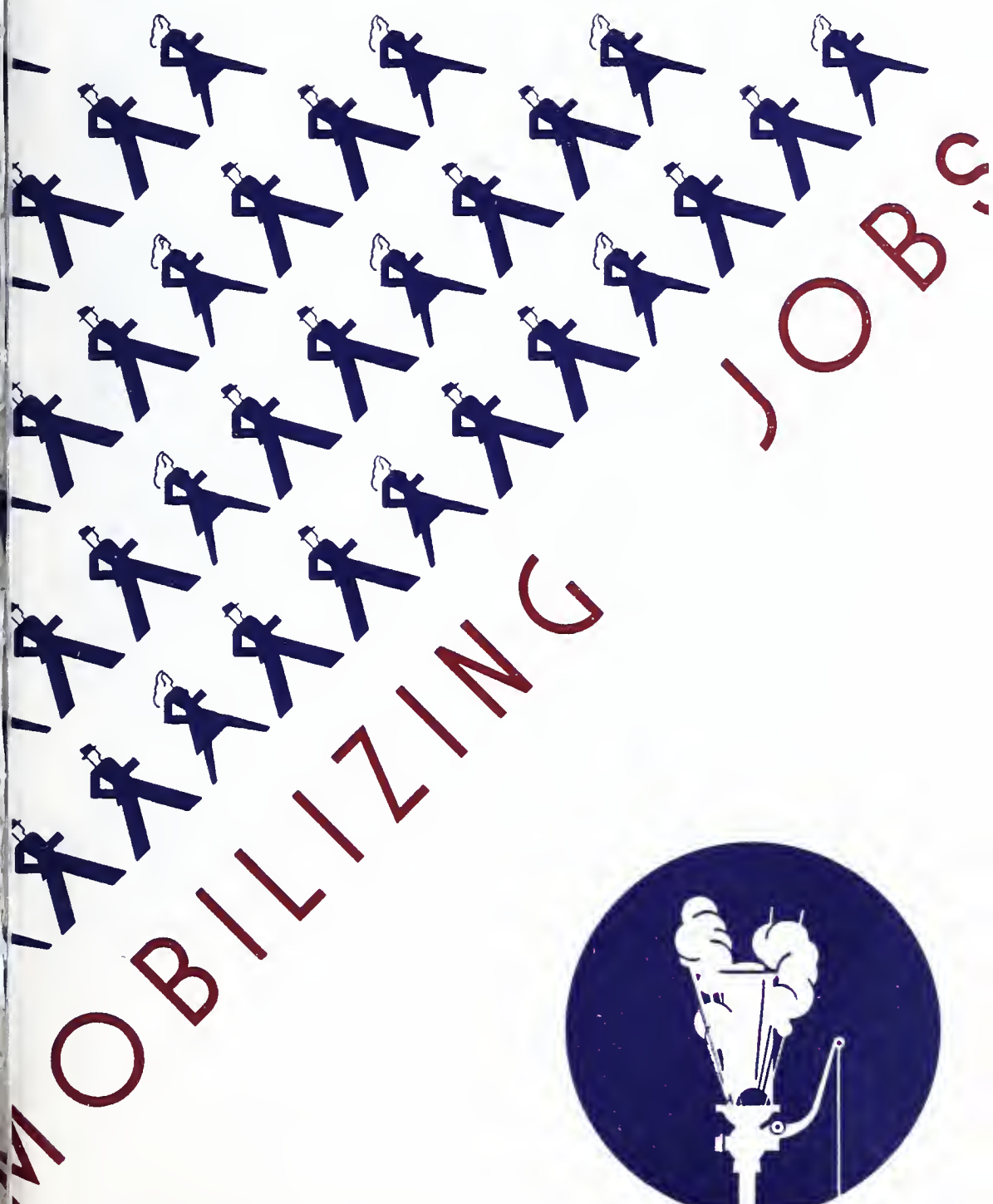
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REPORT ON PENNSYLVANIA JOB MOBILIZATION PROGRAM

¶ This summary of the activities of the Pennsylvania Job Mobilization Committee is prepared from data compiled by the Job Mobilization staff. The material made available to the Report Committee consists of three volumes of about 400 pages each, with charts and exhibits, copies of which have been given to Governor Arthur H. James, the Secretaries of the Department of Public Assistance, Department of Labor and Industry, and Department of Commerce, the Superintendent of Public Instruction and the Joint State Legislative Commission.

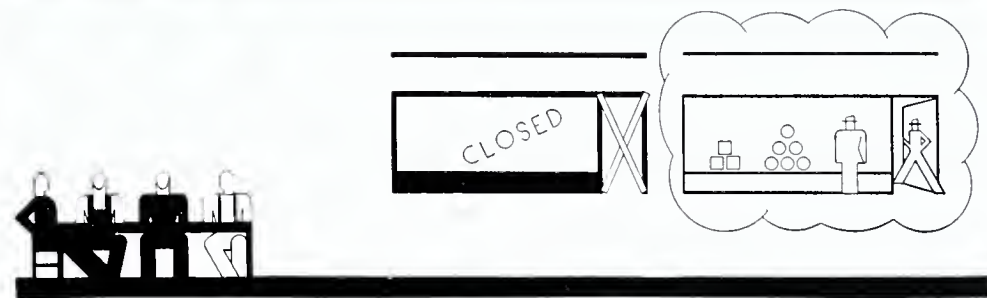
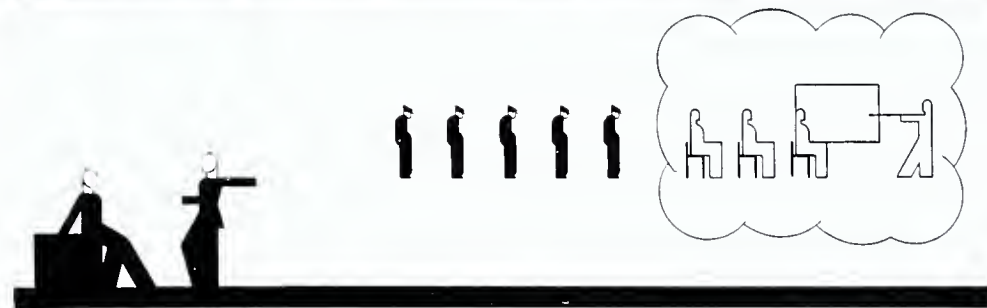
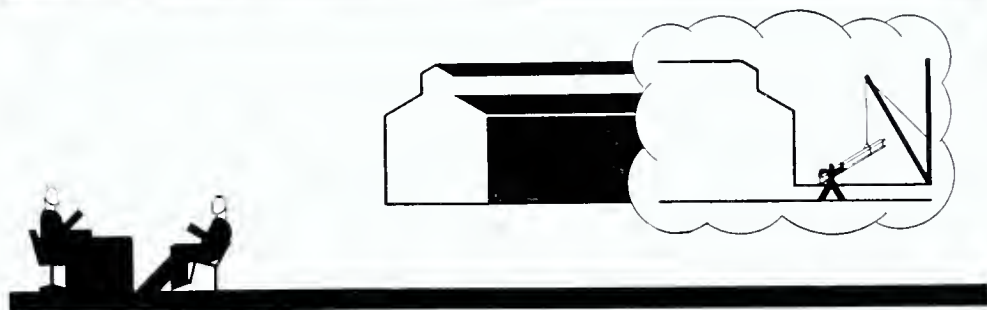
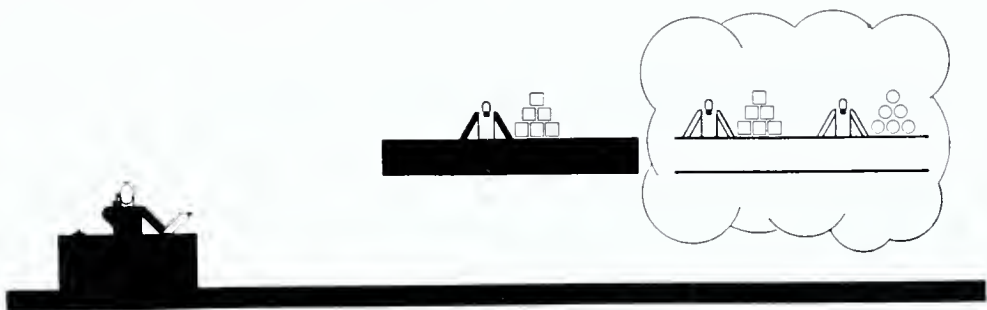
PENNSYLVANIA JOB MOBILIZATION PROGRAM

Chairman

Walter D. Fuller, president, The Curtis Publishing Company

Executive Director

William A. Hemphill, engineer, Day & Zimmermann



MOBILIZING JOBS

Case history of how businessmen in Pennsylvania made real jobs in private business

THIS is a report of how the people of one state came to grips with their economic enemy, unemployment, and by a reawakening of the American spirit won surprising success.

It is a report of how the people of Pennsylvania turned the spirit and intelligence of an aroused state and the constructive force of American business initiative and incentive against the defeatism of unemployment and in a five-and-a-half-month experimental period produced job opportunities in private business for probably 100,000 men and women, along with savings of millions of tax dollars.

More than that, it is a report of how business was stimulated to more business; how an estimated \$100,000,000 in new construction and plant maintenance work was developed; how probably \$80,000,000 additional in home modernization was encouraged; how many localities succeeded in reopening mines and factories, while others obtained new industries; how the ground work was laid for the future retraining of displaced workers, and for vocational education; and how intangibles of possibly even greater potentiality were given impetus. All of these are benefits which flowed directly from this pioneer effort to put fundamental American principles to work.

These results, accomplished during the State-wide reemployment movement, identified as the Pennsylvania Job Mobilization Program, will be discussed in detail along with the "grass roots" methods which produced them, and demonstrated that when the people of a state are aroused to thinking and acting for themselves, the principles of individual initiative and incentive remain among America's greatest assets.

It is significant that Pennsylvanians, generally, like people in other states, have been complacent in the ten years of the depression about supporting a large and increasing relief load, at an average cost of \$371.28 a year per case, paid principally out of increased taxes. But when the problem was made local and approachable, Pennsylvanians not only produced the humane result of transferring thousands of families back to private payrolls but at a cost so low as to be surprising even to themselves. Jobs for the unemployed, including both those on and off of the relief rolls produced, at a maximum expense of \$1 each—the actual out-

of-pocket expense was only about 42 cents for each job developed—are probably the biggest bargain that taxpayers ever have gotten.

Without detracting from the humanitarian purposes and accomplishments it is understandable that there was a commendable selfishness on the part of the 10,000 men and women who were the spearhead of this movement from November 15, 1939, to May 1, 1940. These people—businessmen, labor leaders, members of veterans' and civic organizations, representatives of religious and educational forces and government officials in state, county and town—appreciated fully the economic value to all in relieving the unemployment situation, and in reversing and reducing the relief situation. Without denying the necessity of relief, these men and women concluded that a job in private business was the best possible relief. They wanted to avoid additional taxes in 1940, which experience had shown would produce increased unemployment, thus causing increased relief needs and increased taxation again, in a cycle of increasing momentum.

Thus, this movement became a campaign "of the people, by the people, and for the people of Pennsylvania" in which every constructive force and thought was marshaled. An injustice would be done the many thousand people who cooperated in various ways were it not stated that the recorded accomplishments are only a small measure of the real benefits obtained and that the seeds which have been planted will bear fruit for a long time to come. The fact that every constructive force in the Commonwealth joined hands in this voluntary, non-partisan program is in itself a major accomplishment probably unduplicated in a peace-time activity anywhere.

Certainly Pennsylvania stands today as a state which looks at the situation in terms of employment and how to further it rather than with emphasis upon unemployment and stop-gap reliefs. The Job Mobilization Program has had the broad effect of arousing the people of Pennsylvania to the vital necessity of thinking and acting realistically about the trinity of unemployment, relief and taxation and has moulded an American pattern for the future.

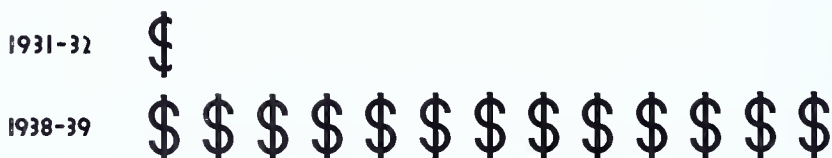
PURPOSES AND PLAN

WHEN the program was launched, more than \$1,700,000,000 had been spent in Pennsylvania for all relief needs since 1931. The relief cost had risen from \$7,500,000 for the 1931-32 fiscal year to \$132,000,000 for the 1938-39 fiscal year. In percentages, the cost of the public assistance program had risen from 7½ per cent. of the General Fund expenditures for 1931-32 to 58.2 per cent. for 1938-39. During this period taxes had been increased materially.

By mid-September of 1939, more than a million Pennsylvanians were unemployed, there were 273,129 cases, consisting of 828,195 persons on



MORE RELIEF - MORE DOLLARS



EACH DOLLAR MARK = 10,000,000

direct relief alone and it was costing \$8,805,482 a month to sustain them.

That was the situation when the Joint State Government Commission, a non-partisan board of State legislators, came to the conclusion that the money remaining of the \$120,940,000 relief appropriation for the biennium ending May 31, 1941, would carry the relief load only to March, 1940. They agreed upon the need for reducing the relief burden and also that increased employment was the soundest method. This was a pioneering attitude for legislators.

The commission, Governor Arthur H. James, and members of his cabinet, went even further and agreed that the responsibility of any re-employment effort should rest upon those who were most familiar with employment and its factors—that is, the businessmen of the State.

Pursuing that policy, a sub-committee consulted Mr. Walter D. Fuller, President of The Curtis Publishing Company, and urged him to organize and head a reemployment movement.

Mr. Fuller laid down these major principles as the basis of the program:

- 1—That the “grass roots” methods be applied and the solution found in the local knowledge and responsibility of unemployment, relief and taxation.

- 2—That business be encouraged and stimulated in every proper way so as to create jobs in private business in contrast to temporary expedients such as “give-a-job” pleas or high-pressure ballyhoo.

- 3—That no one be misled into expecting a miracle, but that the campaign be an honest and hopeful effort to do as much good as possible, in view of the business recession and other handicaps.

Thus, the emphasis was upon reemployment in a broad sense rather than being restricted to employables on relief. The wisdom of these principles became apparent during the campaign. Available relief statistics were not clear as to the number that were adults, the number of persons that one “employable” represented, how many “non-employables” might be trained or aided by vocational education, etc.

Accepting the responsibility of such a broad, State-wide employment campaign on the basis of stimulating the constructive thinking of individuals and communities, Mr. Fuller emphasized that the strength of the movement would come from the interchange of ideas rather than from any pattern of procedure. He suggested, nevertheless, that some formal method was necessary and asked that Job Mobilization workers:

1—Serve as a “clearing-house” for reemployment ideas and plans.

2—Encourage business firms to inaugurate necessary and deferred plant maintenance work.

3—Seek methods which would encourage employers to stabilize and expand employment.

4—Urge home-owners to support a renovize campaign.

5—Study ways and means of reducing the relief expenditures in particular areas.

These were only the preliminary thoughts in this pioneering activity. As expected, they only scratched the surface, and many other ways and means of furthering employment sprang from the thinking of thousands of individuals.

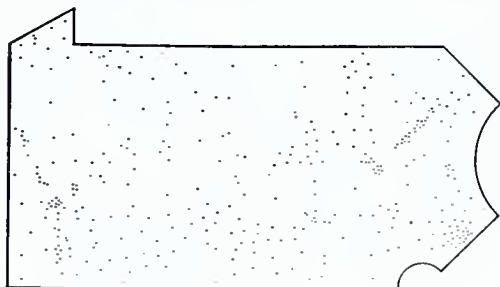
But to carry forward even the preliminary concepts an active State-wide organization was necessary. In the brief period from November 1st to the formal opening of the campaign on November 15th the framework of such an organization materialized.

The first step was the choice of Mr. William A. Hemphill, a construction and management engineer on the staff of Day & Zimmermann, engineering firm of Philadelphia, as executive director. Mr. Hemphill was loaned by his firm and his salary paid out of funds privately raised among businessmen.

Mr. Hemphill, with the cooperation of various departments of State government, obtained the loan of workers for a headquarters' staff, and trained field men to contact and aid the various committees. A publicity department of five men was created. The director and one assistant were loaned by the State government. Three assistants were paid out of private funds.

The campaign was formally opened on November 15th at a meeting in Harrisburg attended by representatives from every county and businessmen from all lines. Governor James, members of his cabinet, legislative leaders, labor officials, and representatives of veterans and other groups pledged their cooperation. Here, for the first time, at least in recent years,

JOB MOBILIZING SPOTS



business, government and labor joined hands for a common purpose. Here was practical democracy at work.

One of the first moves was to provide committees in each of the 67 counties with data on the relief situation in practically every village, town and district of the large cities, and with data on those registered for employment with the State Employment Service. Each county committee furnished its many local committees with these facts.

Thus, local committeemen everywhere were able to say, "Why, I know Bill. He's a darned good mechanic. I'll bet they could use him over at the shop." That was the sort of experience which produced results for "Bill" or "Mary" in a large number of cases.

Again, committeemen, realizing the number of persons on relief rolls in the community, might say: "Our company has a lot of maintenance work that has been put off from year to year. We might as well do it now. It will mean work for a number of people for several months."

Such was the beginning. The local committees upon whom fell the task of analysis, study and action of each individual local problem, canvassed employers and potential employers placing before them the tax situation and encouraged them to review their businesses with an eye to creating private employment through plant expansions, maintenance work, elimination of overtime, increased sales efforts, advancing construction programs into 1940, etc.

Local business situations were reviewed to determine the number of closed factories, mills and mines in the area, and attempts were made to develop a program to put at least part of these into production. Abandoned industrial buildings were surveyed to determine which ones could be adapted for other uses, and through the cooperation of other groups many were restored to full productive life.

THREE-PHASE PROGRAM

IN THE meantime, broad State-wide committees were set up. These were special groups concerned with special programs for industrial development, retail trade stimulus, religious and educational cooperation,

women's cooperation, State business association cooperation, and for necessary finance and report activities.

As the program developed, it was seen to have three distinct phases — reemployment through efforts of business and individual employers, in which the industrial committee and State business as-





sociation committee were principally active; the renovizing effort, which became the principal responsibility of the women's committees, and the need for occupational training and retraining to fill a long term need.

Each of these three phases showed the need for applying business principles to economic problems. Many jobs were developed simply by removing artificial barriers to reemployment. A few of these situations illustrate the need for a "job specialist" to promote reemployment and to anticipate changes in the employment scene.

The women's committee found that proper wage standards should be set in various communities to further employment of domestics. The Secretary of Public Assistance, in turn, urged County Boards of Assistance to establish minimum wage rates, particularly for unskilled and untrained workers, on the basis of prevailing rates paid in the county. With a fair price established, the women were able to promote considerable reemployment.

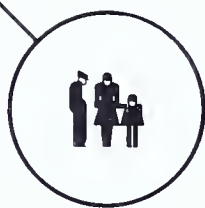
Several Job Mobilization Committees reported specific instances in which employment was curtailed because of disputes over union jurisdiction or other points. These were referred to the Department of Labor, and in practically every case the dispute was adjusted and work resumed.

Manufacturers who wished to employ and train "learners" were unable to do so, in many cases, because of rulings of the Federal Wage and Hour Division. One example was in the needle trades. Learners on power sewing machines were wanted for fine work. The request was refused because 2,500 power sewing machine operators experienced in heavy work were registered with the State Employment Service. A conference of representatives of the manufacturer, labor union, employment service and the wage and hour division concluded that those registered were not prepared to do the particular work required. A large number of learners were employed under agreed-upon conditions.

One of the most significant developments was the fact that at a time when more than a million Pennsylvanians were unemployed, 12,000 job opportunities were lost from July to December, 1939, because no qualified person was available through the State Employment Service. In some districts this factor was responsible for as much as 74 per cent. of all lost-job opportunities. The studies of the service indicated a definite shortage of competent workers in approximately 300 occupational classifications, most of them in the skilled trades.



ONE OF FOUR CAN BE TRAINED



The opportunity for Job Mobilization was obvious, not only in developing new jobs, but in reducing the public assistance expense, since many employables on the relief rolls were possible candidates for training for such job opportunities. Since it costs, in round figures, \$100,000 a year to maintain 300 families on relief, the potential savings from a retraining and occupational training program were well worth necessary efforts, especially since legislative provision for such courses already had been made.

TRAINING PROGRAMS

A SURVEY was made by sampling in 40 counties, covering from 5 to 25 per cent. of employables on relief. On a basis of random selection and a study by local employment service office interviewers of the data, it was indicated that 23 per cent. of the more than 8,000 individuals included were prospects for training courses. The percentage range by counties was from 65.5 per cent. down to zero. The figures do not include persons who already have a trade or training.

If 23 per cent. of the 155,000 employable relief recipients during April, 1940, are trainable, then approximately 35,850 could have opportunity for training which eventually may mean private jobs instead of relief.

While this is one of the long-term phases and thus its effect cannot be measured in terms of results accomplished by the Job Mobilization effort, nevertheless, it is one of the most important developments of the program. What can be put down on the asset side, however, is the fact that from January 1, when this phase developed, to May 15, 1940, a total of 87 requests for training and retraining classes for out-of-school youth and adults were made.

Definite, but unsegregated, results also were obtained in the field of apprentice training. As a direct result of contacts established with national automobile manufacturers and members of the Pennsylvania Automotive Association, dealers throughout the State, anticipating a shortage

of mechanics in the near future, employed apprentices. The Job Mobilization Campaign established that there would be no interference with the Fair Labor Standards Act.

Vocational training, likewise, was stimulated and produced results after the regional director of the Federal Wage and Hour Division furnished rulings on provisions governing goods produced under this classification and on other points.

Again the possibilities that exist in such a State-wide effort were indicated when the Williamsport Retraining Program was brought to the attention of the State. Although this program had operated in the Williamsport area for a number of years, producing highly satisfactory results, it was little known in other districts. Under this method a committee of businessmen surveys the job opportunities of the coming two or three months, and men and women are taken from the relief list and "tailor-made" into workers to fit the needs. In Williamsport a double shift of retaining classes has been necessary for some time in some classes. Demand has reached the point where a three-shift program has been requested. A conservative estimate of the cost of such retraining is \$25 a person.

The need for such retraining and occupational training became pressing when businessmen, under the encouragement of the Job Mobilization movement, began developing plans for plant expansion, for new products, and launching other ideas. This courage to put into action the progressive plans of business and industry in Pennsylvania produced the most important, measurable results on the basis of facts prepared and submitted to Governor James and the Report Committee by Executive Director Hemphill.

ACCOMPLISHMENTS

THE plans and activities of the Committee on Development of Pennsylvania Industry, of which Mr. E. R. Stirling, of Vandergrift, was chairman, netted a reported total of more than \$100,000,000 in expenditures for construction and delayed plant maintenance. This total would be at least \$133,522,000 if all of the expenditures scheduled by the steel industry for Pennsylvania in 1940 could be credited to Job Mobilization. Most of this work would not have been started before 1941 but for the desire to cooperate with the program.

No one will ever know just how much similar business was done and not reported during the campaign, or will be done in future months, as a direct result of the Job Mobilization effort. Several sub-committees were unable to provide more than partial totals because the companies planning new construction or deferred maintenance had not determined the cost involved.

The sub-committee reports, however, provide these highlights:

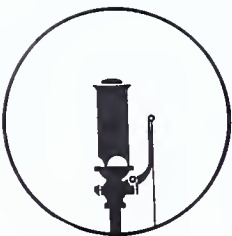
Utility—"The final result for Job Mobilization work is an increased expenditure in the year 1940 of approximately \$27,000,000, which should provide employment in the utility industry for an average of approximately 8,700 more people in 1940 than in 1939. These figures are net increases over comparable figures for the year 1939 and are not simply an increase in the rate at which activities were carried on since November 15, 1939, the date when the Job Mobilization Program started. It should be noted that the figures do not include employment in other industries supplying equipment and material, and, in many cases, erecting and testing the new equipment, even though the major part of this equipment and material is being produced in Pennsylvania and 74 per cent. of the total expenditures will be spent entirely within the State. Neither do these figures represent the resulting increase in employment due to additional wiring, appliances, equipments, etc., which will be required as the rest of the proposed increase in sales activities assisting our customers profitably to increase their use of our services. All of the work planned is progressing, and most of the equipment and materials have been ordered from manufacturers. It is believed that the peak of this work and maximum employment will occur about September 1, 1940. The outside work on the service utility properties, which is a large portion of the expenditures, was delayed to a great extent, even more than normally by unseasonable weather, but is now rapidly getting under way. This part of the program will, of course, pick up more unskilled people and have the most effect on relief.

"Two large utilities which were contemplating building two power plants in 1941-42 set ahead their construction schedules to build the plants in 1940-41.

"The President of one large telephone company reported:

"During the year 1939 we have had a construction program of \$18,000,000. We have finished that program and will have a construction program for 1940 totalling \$24,000,000, or an increase of 33-1/3 per cent. We expect a net increase of employees for the year 1940 of 600 or more."

Steel—"The steel industry is contemplating an expenditure of about \$146,000,000 for 1940, of which \$65,700,000 will be spent in Pennsylvania. During the recession in the steel industry from the middle of December to the latter part of March, operations were staggered as much as possible to prevent large lay-offs and the time of lay-offs was limited to not exceed the period of payments of Unemployment Compensation."



Petroleum—"As its contribution to the campaign, one of the companies reported new construction undertakings to the value of more than \$10,000,000, and other companies engaged in new work for additional and substantial amounts.

The various companies also endeavored to do everything possible in the way of expediting their programs of renovizing. It is impossible to state in definite figures how much employment was created, but it is known that many hundreds of job opportunities were reported to the several counties, and indirectly a great many opportunities for work were created."

Anthracite Coal—"No new construction was reported. An additional employment of 1,975 men was reported as of March 5th, many of whom were taken from the relief rolls. Several new operations were started."

Bituminous Coal—"The sub-committee contacted 158 of the large bituminous operators in the State, and reported no construction work or increased employment was contemplated. A total of 493 were reported as having been kept on private payrolls. The new price-fixing scheme under the Guffey Act prevents operators from launching expansion or construction programs."

Railroad—"The sub-committee, representing the sixteen railroads and express companies in Pennsylvania, reported the employment of 3,668 new employees and the return of 701 furloughed employees, or a total increase in employment of 4,369 for the period of November 15, 1939, to April 30, 1940. They report an estimated additional increase of about 3,000 maintenance men will be employed within the next few months."

The same principle of stimulating more business, as the soundest way to stimulate more employment, likewise was applied in the field of retail trade. The Committee on Retail Cooperation, headed by Mr. Edgar A. Kaufmann, of Pittsburgh, summarized its results in this statement:

"A number of special sales campaigns were started in various parts of the State, and distribution of literature was made through the various retail stores and associations cooperating with this committee.

"In a movement of this kind it is extremely difficult to measure the exact results, but if the performance of the large department stores in Pittsburgh can be used as a measuring stick, there can be no doubt that the effort among the Pennsylvania retailers was most fruitful.

"A survey has been made of the results of the efforts of this Committee to increase employment in the five largest department stores in Pittsburgh: Kaufmann's, Joseph Horne Company, Gimbel Brothers, Frank & Seder, and Rosenbaum's. This survey indicates that from November 15, 1939, to April 1, 1940, a total of 561 new employees were added by these establishments.

"According to statistics compiled by the Bureau of Business Research of the University of Pitts-



burgh, these five stores do approximately 15 per cent. of the total retail volume in Pittsburgh. It would be safe to assume, in our opinion, that the other 85 per cent. of the retail interests in the city whose actual figures are hard to secure, put on new employees in about the same proportion. The same relative proportion should apply throughout the State."

The Committee on Educational Cooperation, of which Dr. Thomas S. Gates, President of the University of Pennsylvania, Philadelphia, was chairman, has evolved a permanent organization putting schools and colleges of the State into a large scale reemployment movement, the future benefits of which cannot even be guessed. Dr. C. E. Clewell, of the University of Pennsylvania, is the first president of the new "Pennsylvania Association of School and College Placement," in which educational institutions, business and industry will join in meeting virtually every phase of the unemployment problem as it affects graduates of secondary schools and colleges.

Both the Educational Committee and the Committee on Religious Cooperation, of which Dr. Ralph Hetzel, President of Penn State College, State College, was chairman, accomplished important, though intangible, results in bringing home to the people of Pennsylvania the importance of curing unemployment, relieving relief and in stimulating such necessary adjuncts as cooperation and civic mindedness.

Results in the renovizing field were due, in large measure, to the planning, educational work and activity of the Women's Committee, headed by Mrs. J. P. Paul, of York. Although furthering the renovizing program was the main function of this large and active group in the beginning, the women of the State were energetic in promoting employment of domestics and in furthering training programs for domestics. In addition, they developed the need for retraining and occupational training programs in various sections and played an important part in this phase of the campaign. The principal results of such efforts are intangibles of the present and the future, but specifically they accounted for 4,228 additional jobs.

The principal function of the Committee on Business Association Cooperation, under the chairmanship of Mr. Warren C. Bulette, of York, was to coordinate activities in various fields, survey prospects of new construction, expansion and employment and to further educational phases. These things the committee accomplished, although there is no measurement for stating the benefits. Through the committee's efforts more than 300 business associations, representing business and industry in practically every line and in all sections of the State, became affiliated.

The Finance Committee raised private funds for the payment of salaries of the executive director and two publicity men and for some publicity activities. This committee was headed by Mr. Edward B. Hopkinson, Jr., of Philadelphia.

COUNTY RESULTS

AT NO time did the chairman or the staff endeavor to measure complete results. Accomplishments are presented on the basis of reports of local, county and state committees, personal contacts, correspondence with citizens and statistical records compiled from these reports.

In many counties the program was supported enthusiastically by all the people; in some the response was less whole-hearted; in others, due to economic factors and weather, the response was less encouraging. However, in practically all counties where unemployment and relief were a problem, and where employment possibilities existed, the campaign was carried on with marked success.

While a county-by-county report might be of interest, the following summary indicates the varied approaches and accomplishments of the volunteer committees:

Carbon—Assisted in completing negotiations for expansion of the Summit Hill Garment Factory, employing a number of additional operators.

Indiana—Succeeded in persuading the Rochester and Pittsburgh Coal Company to keep their mine in operation and maintain payroll during December.

Jefferson—Promoted a new industry employing 30 people, in cooperation with the Reynoldsville Chamber of Commerce.

Lackawanna—Assisted the Litpro Tile Company at Moscow (near Scranton) to obtain new capital for an expansion program, which will mean increased employment.

Lancaster—Helped to establish a plant of the Lancaster County Cannery Company at Lititz, employing 300 persons.

Luzerne—Succeeded in having the Freeland Dress Company open a mill in Freeland, employing 70 persons.

Northumberland—Biberman Dress Factory, Sunbury, expanded its plant facilities, and will employ from 100 to 150 operators. Negotiations started to locate a shirt factory in the Sunbury Industrial Buildings, Inc., plant. If successful, between 500 and 700 operators will be employed. Through the efforts of the local committee, negotiations with the management of Cameron and Colonial Collieries, of the Susquehanna Collieries Company, resulted in the reopening of these collieries, giving employment to 1,800 men. The local committee induced the manager of the Watontown Furniture Company at Watontown to shorten the seasonal shut-down period from three

months to six weeks, benefiting 150 employees. The county committee succeeded in establishing the Mt. Carmel Garment Company at Shamokin, employing 15 persons.

Schuylkill—Reported helping to secure a firm to take over the H. D. Bobb Factory Building, making jobs for 500 persons. The committee was instrumental in establishing these new industries: G. & M. Sportswear Company, Brockton, 50 employees. Silvercreek Dress Company, Silvercreek, 75 persons. Perfect Made Dress Company, McAdoo, 44 persons. Frackville Manufacturing Company, Frackville, 75 persons.

Susquehanna—Assisted in starting work on a new peat bog, helped promote operation of a stone quarry near Montrose and in locating the Easton Maid Dress Company, employing 70 persons, in Forest City.

Washington—The American Zinc Company gave work to 40 additional men for five months.

From reports of county committees, the following summary of the co-operation of business and industry generally is presented as major accomplishments which not only shifted people from the relief and unemployment rolls into private employment, but prevented many people from going from payrolls to relief rolls:

Many firms inaugurated various types of sales, maintenance and production schedules in order to give employment to people immediately rather than at some future date.

Numerous companies found it possible, even in the face of a business recession and a normal seasonal decline, to avoid wholesale lay-offs of employees by the spreading of work and employment. One firm reported a \$600,000 expenditure for this purpose.

A number of both small and large firms undertook expansion programs requiring additional help.

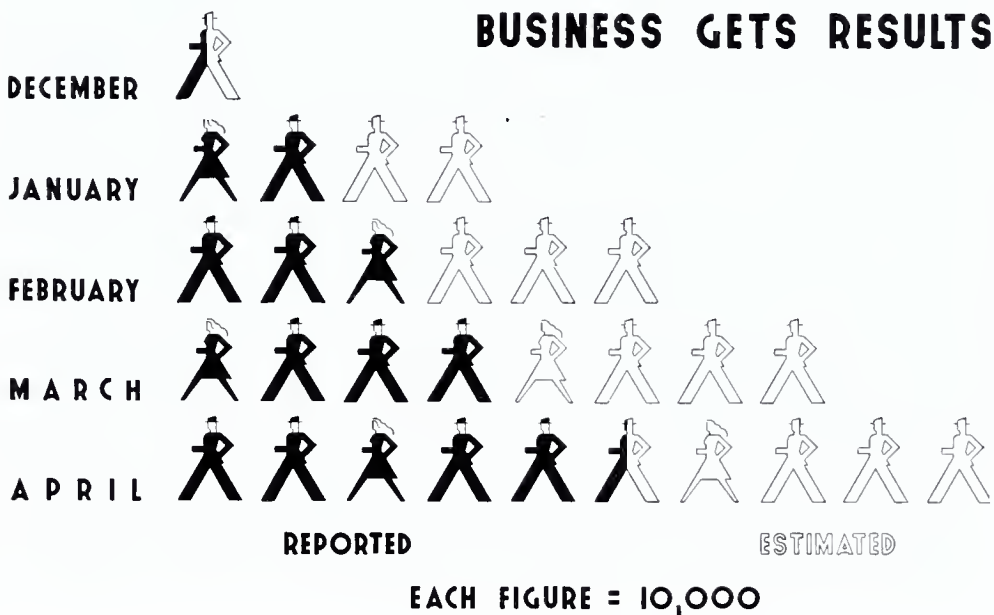
Numerous instances were reported by county and local committees of encouraging and assisting individuals to establish small businesses in which opportunities existed.

In the third, or renovize, phase of the campaign tabulated results through May 15th show that \$18,942,780 in work was stimulated. How much additional either has not been reported or will result before the force is expended this year cannot now be determined. However, it is conservatively estimated that the sum will total between \$75,000,000 and \$80,000,000, of which from 50 to 70 per cent. will be expended in wages.

Organized efforts in hundreds of communities, in 43 counties, attest to the fact that material benefits were attained. In a majority of the communities the renovize effort was not started before mid-March, and generally these drives were still gaining impetus on the date of the tabulation above. The four counties of Blair, Lancaster, Luzerne and Philadelphia

Thus, it is obvious that in all of this experience—in the activities of 10,000 men and women, in the broad forces set in motion in so many directions—it is impossible to find any measuring stick that could present in figures the value of construction, renovize and other work to be done in the future, the benefits of retraining and occupation training programs and the many other but equally intangible results obtained throughout the State. The difficulty of receiving anything approximating complete reports of the actual jobs developed is obvious. Also, it should be pointed out that no effort was made to obtain figures on the employment maintained in normal lay-off seasons through cooperation with Job Mobilization, although the total is known to be considerable.

HOWEVER, the fact that with such handicaps a program which was initiated purely on an experimental basis with the philosophy of doing as much good as possible under existing business and other conditions, produced case records of 58,513 additional jobs in private business, speaks convincingly for the success of Job Mobilization. Based on an estimated unemployment total of 957,098 for November, 1939, the campaign resulted in a definite 6 per cent. increase in employment, although this figure is not net. It is the judgment of those who were most closely in touch with the situation, and who therefore have the best informed opinion, that at least 100,000 jobs in private business have resulted in the five-and-a-half-month period of Job Mobilization.



A majority of these, as might be expected, were unemployed persons who had not yet reached relief status. There is a natural lag in the effect on the relief situation because placement had not caught up with about 20,000 of the jobs pledged when the final figures were compiled. Also, Job Mobilization workers pointed out that many employers were unwilling to fill out the placement report. Another factor was the refusal of W. P. A. to give detailed information of transfers from its rolls to private industry, making way for additions from the relief rolls. Finally, 4,217 placement reports received failed to give the relief or non-relief status of the individual placed. Thus, since there are no reliable figures available there is no basis for presenting a definite figure here of cases changed from relief rolls to payrolls.

That the effect on the relief situation of this movement, which benefited all types of unemployed, was great is indicated by the fact that at the end of the first four months of 1940 there were 51,508 fewer cases, or 154,240 fewer persons on the State's general assistance rolls than for the same period of 1939, and the monthly cost was \$1,483,325 lower. The net reduction in relief expenditure during these four months in 1940 compared with the same period a year ago amounted to \$5,722,331.

The Department of Public Assistance reported on May 13th that "during April, 1940, Pennsylvania's combined State Public Assistance and Federal Work Relief population was smaller than during any previous April since the inception of State-wide organized unemployment relief almost eight years ago."

Comparing the relief load for the week ending November 18, 1939, with the week ending May 4, 1940, there was a reduction in general assistance of 32,135 cases, consisting of 71,671 persons, and the week's expenditure was \$173,980 lower. For the same period, there was an increase in the W. P. A. relief employees of 18,024 persons and a reduction in the unduplicated number of cases and persons dependent upon State general assistance or W. P. A. relief earnings of 12,192 cases, consisting of 28,000 persons.

The Department of Public Assistance reported also on May 13th that "for the week ending May 4th, there were fewer men, women and children dependent on State general assistance than at any time since the closing weeks of 1937."

While all this improvement cannot be attributed to Job Mobilization, the campaign was an important factor.

Since September, 1939, the ratio of the unemployment relief load in Pennsylvania to all gainful workers has decreased 2 per cent. This compares with increases in seven other important industrial states: Massachusetts, New York, New Jersey, Ohio, Michigan, Illinois and California.

So successful did the general public and the 10,000 active workers consider the Job Mobilization Campaign that its life was twice extended and up to the formal closing on May 1st there was considerable pressure for continuance. But the volunteer workers had given five and a half months of their time, effort and expense. Arrangements were made for the various County Boards of Assistance to carry on after May 1st by appointing county and local committees under the Van Allsburg Act.

The experience cannot properly be closed without the benefit of some conclusions. This is the function of the Report Committee. Conclusions are especially desirable since this pioneer effort has been watched and studied by more than a dozen states—New Jersey, Massachusetts, Oklahoma, Iowa, Ohio, New York, Georgia, Connecticut, Illinois, Kansas, California and Missouri—and they may be benefited by these findings.

The Report Committee feels that emphasis should be given to the fact that the extra outlay of State funds in obtaining the many benefits under Job Mobilization was only \$42,656. Even though original estimates contemplated the loan of State employees and the use of privately raised funds, the amount is far below expectations of officials. And not only are results far beyond those anticipated, but their worth and value to all people of Pennsylvania are many, many times the dollars and cents expended. All those who cooperated in this voluntary, non-partisan effort deserve the thanks and appreciation of the Commonwealth as a whole.

RECOMMENDATIONS

(The recommendations which follow are those of the Report Committee and of the Job Mobilization executives. They are presented in the hope that they are of sufficient merit to warrant further study by State officials and the people of Pennsylvania.)

THERE is a definite need in Pennsylvania for a more complete placement service in the local or county offices of the Department of Public Assistance to supplement the work of the State Employment Service. Under the present set-up there is no agency charged with promoting jobs exclusively for employable relief recipients. These men and women frequently suffer in the labor market competition. The State Employment Service's policy requires that the best fitted person be referred for a job and thus sub-standard registrants may not benefit unless a labor shortage develops. But results could be obtained through local or county placement service, consisting of one or more qualified persons, selected from the present staff, where possible, and receiving merit rating on the basis of placements made.

Stress should be placed on securing employment for the relief recipient rather than focusing major attention on the purely administrative detail of disbursing assistance funds.



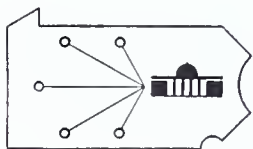
It is recommended that the Department of Public Assistance, with cooperation of the Departments of Public Instruction, and Commerce, and the State Employment Service of the Department of Labor and Industry, direct immediate attention to continuing the occupational training and retraining programs which are obviously an authentic relief reduction measure. Seventy requests for Woodside Act vocational training and retraining projects made to the Department of Public Instruction or reported to Job Mobilization headquarters are pending, each a possibility for early reduction of relief costs.



Because there has been an over-supply of teachers and much criticism has been leveled at the 14 State teachers colleges for continued capacity output, it is recommended that the Commonwealth consider the inclusion in each of these institutions of one, and two-year advanced, technical training courses, so complete as to qualify the trainees for jobs. As an alternative, it is recommended that the State convert from three to six of the State teachers colleges into junior vocational colleges. Millersville, California and Cheyney now specialize in the preparation of industrial arts teachers and could be so continued. It is suggested that the Governor and the Superintendent of Public Instruction confer on the establishment of a commission to make an immediate and thorough study and report on this recommendation.



The Department of Labor and Industry should inaugurate a field service to facilitate and expand the Pennsylvania Apprenticeship Council and to encourage the reopening of apprenticeship training opportunities within industry. It is recommended that steps be taken within the Departments of Labor and Industry and Public Instruction better to coordinate the activities of the two existing Pennsylvania Apprenticeship Councils (one on standards and one on education), or to merge the two councils so there may be no confusion in the operation of an adequate State program of apprenticeship training.



It is recommended that the State Employment Service consider immediately the addition of an occu-

pational information and counseling section to serve youth, a project that should develop into the establishment of a Junior Employment Service to function in close cooperation with the public schools. This service should be equipped to provide current information on occupational trends and opportunities, vocational training and retraining opportunities, and provide for vocational guidance, placement and follow-up.



A complete retraining study of employables on relief is highly desirable. Also, a study should be made of all youth and adults currently on relief and classified as unemployables (the unemployables representing about two-thirds of the total number of persons on relief, of which total the number of adults is unknown) in order that as many as possible might be rehabilitated for employment.



The Department of Public Instruction is urged to take advantage of the headway that was made in the campaign to reduce relief and the great pool of the unemployed through efforts directed toward:

1. Appointment of a chief of an occupational information and guidance service to assist local school districts in handling occupational adjustment problems with the cooperation of a similar service recently established in the United States Office of Education; half of the salary can be paid from Federal funds.



2. Encouragement of local occupational surveys by school districts in cooperation with local representatives of the State Employment Service, and application of results to possible revisions of the school curriculum.

3. Encouragement of reasonable expansion of in-school vocational training for youth and the training and retraining of out-of-school youths and adults under State and Federal financial aid provisions.

4. Early attention to promotion of part-time cooperative industrial education projects with industry, particularly in industrial communities where school shops are not now available; also promotion of retail sales training under the George-Deen Act of Congress, and promotion of household service training.



5. Stimulating of school district cooperation in providing for vocational educational facilities in any new building expansions that are contemplated, and encouragement of General State Authority and Work Projects Administration cooperation, with the approval of the State Council of Education, in building and financing new vocational school buildings where the need exists. Consideration should be given in such cases to a revision of the school curriculum, looking forward to a reallocation of funds now used for less important phases of education.

6. Continuation of efforts to obtain the cooperation of the Pennsylvania State Nurses's Association and the Pennsylvania State Board of Examiners for the Registration of Nurses, to the end that adequate instructional courses and services be made available for the training of "household aides," workers who are equipped to provide elementary care for invalids and convalescents in low income families.

The problems of unemployment, relief, occupational retraining, vocational education and the providing industry with an available labor supply are so intimately related as to require for efficient control and direction the establishment of a centralized State administrative agency to determine policy, procedure, and necessary funds in carrying on a program. Through a State Employment Council the necessary uniform policies can be determined and correlated with existing services of State departments to meet the needs of labor and industry. Such a council could be composed of the Secretaries of Labor and Industry, Commerce, Public Assistance and Superintendent of Public Instruction, who could be authorized to appoint county and local employment councils of private citizens, together with representatives of the respective State departments.

The purpose of such a council would be to stimulate employment through increased business, the development of new business and industry, compile and publicize information regarding the available labor supply, develop programs of occupational adjustment and take other steps looking toward a permanent solution of unemployment, and to serve as a clearing house for all ideas relating to employment and relief.

DR. LEONARD P. FOX, *Harrisburg*,
CLARENCE L. TURNER, C. P. A., *Philadelphia*,
WILLIAM E. MANNEAR, *Wilkes-Barre*,
ROLAND H. DUNN, *Allentown*,
HANNS GRAMM, *Reading*,

For the Report Committee.



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